

## CAPITAL IMPROVEMENTS DATA AND ANALYSIS

### INTRODUCTION

The following is the Data and Analysis necessary to support the adopted Smart Charlotte Plan goals, objectives and policies.

All individual residential and commercial units are dependent upon the availability of a subset of roads and the availability of potable water, sanitary sewage capacity and other public facilities. The Capital Improvements element (CIE) ensures that necessary capacity is achieved and maintained for required public facilities for existing development. It also ensures that required public facilities are available concurrent with new development.

The State of Florida requires that Charlotte County achieve and maintain capacities, called Levels of Service (LOS), for seven public facilities, including: 1) roadways, 2) potable water, 3) sanitary sewer, 4) parks, 5) solid waste facilities, 6) storm drainage, and 7) schools. LOS standards are established by the Board of County Commissioners, in cooperation with State and local agencies for the first six facility types. School LOS standards are set by the Charlotte County Public Schools Board. Levels of service are established by policy in individual comprehensive plan elements (See Table CIE-1 for a summary of standards).

The CIE accomplishes its purpose of achieving and maintaining LOS standards for existing and new development through the use of a capacity accounting system called the Concurrency Management System (CMS) and through the maintenance of a concurrency-related five-year capital projects work plan called the Concurrency-Related Capital Improvements Schedule (CIE Schedule). Charlotte County continues to achieve and maintain capacity requirements for all its public facilities through the five-year planning period.

Maintaining capacity has not been without its challenges this year. The worldwide economic downturn, combined with State property tax reduction initiatives and falling property assessments have resulted in continuing declines in revenues for capital and operating budgets. A corresponding decline in new construction and the completion of local hurricane recovery projects has resulted in a reduction of local population (i.e., many construction workers and support service workers have moved on with the work); therefore, capacity demands have decreased.

Population loss is not expected to continue to decline indefinitely, but on average over a 10-year period, the County has grown at a modest 1.5 percent. Given current conditions and predictions about future demand Charlotte County will be able to meet its capacity needs through the five-year planning horizon and new demand requirements should be attainable through the 2030 planning horizon.

It is Charlotte County's intent to meet future capacity needs not only through the development of new capacity, but also through means such as conservation, reuse, and diversification of uses for County facilities through multimodal transportation, transit and other strategies. Charlotte County is also working to promote more efficient land use through its new 2050 Planning Framework which instills Smart Growth principles into the County's land use strategies. Each of the County's capacity-saving strategies is intended to help conserve resources by creating a more sustainable, resource-friendly community.

## **RELATIONSHIP TO 2050 PLAN**

The CIE is an integral part of the 2050 Comprehensive Plan (Plan). The CIE serves as the principal financial program guiding the implementation of the Plan's Transportation, Public School Facilities, Infrastructure, School Facilities, and Parks, Recreation and Cultural Resources elements.

### **Future Land Use Element**

The CIE supports the Planning Framework of the Plan by serving as the means to prioritize and direct funding to the areas identified in the Future Land Use element's Neighborhood Framework.

### **Parks, Recreation and Cultural Resources Element**

Park LOS is set in the Parks, Recreation and Cultural Resources element. See Table CIE-1 for the LOS standard and policy location for this public facility.

### **Infrastructure Element**

The Infrastructure element sets LOS for drainage, solid waste, potable water and sanitary sewer facilities. See Table CIE-1 for the LOS standard and policy location for this public facility.

### **Public School Facilities Element**

The Public School Facilities element establishes the LOS standard and concurrency management practices for schools. See Table CIE-1 for the LOS standard and policy location for this public facility.

### **Transportation Element**

The Transportation element also sets LOS standards and provides extensive guidance on the transportation procedures for the CIP and CIE. See Table CIE-1 for the LOS standard and policy location for this public facility.

## LEGISLATION

### STATE

At this time, the CIE and concurrency management are receiving a lot of attention throughout the State; however, *Florida Statute 163* and *Florida Administrative Code 9J5* have been in place since the mid 1980s. What has changed to improve concurrency management across the State has been the strengthening of regulatory penalties for non-compliance. Failure to achieve and maintain LOS standards for the seven areas of concurrency through a financially-feasible capital plan halts State approval of Future Land Use Map amendments and also may result in the loss of State shared revenues.

### LOCAL

#### **Comprehensive Plan System**

*Florida Statute 163* and *Florida Administrative Code 9J-5* establish the comprehensive plan system. Charlotte County's Comprehensive Plan controls land use in unincorporated areas of the County. Growth is controlled primarily through the Future Land Use Map and the County's 2050 Planning Framework. The Future Land Use Map identifies allowable land use types (commercial, industrial, residential, other), development locations, and allowable densities and intensities guiding land development potential. The 2050 Planning Framework promotes infill and redevelopment and reduces sprawl. The County is able to predict future build-out potential through ongoing study of future land use, the 2050 Planning Framework strategy and other Comprehensive Plan goals, objectives and policies.

#### **Land Development Regulations**

The County Land Development Regulations (LDRs) translate the Comprehensive Plan and other legislation into current land use regulation. The LDR Zoning Atlas identifies currently-accepted land use types, densities and intensity. The LDRs include standards and specifications for public infrastructure such as streets, stormwater systems, potable water, sanitary sewers and parks. The issuance of building permits, a part of the land development process, is also contingent upon conformity to the LDRs, which in turn affects the timing and location of public infrastructure needs.

#### **Concurrency Management System**

The Growth Management Act states that "public facilities and services needed to support development shall be available concurrent with the impacts of development" (163.3177(10)(h), F.S.). Charlotte County's Concurrency Management System (CMS) monitors development impacts, assuring appropriate infrastructure capacity. The CMS system also establishes a system to help control the timing and funding of the construction of concurrency-related capital projects. The CMS serves as one of the principal mechanisms for ensuring that growth is

managed in a manner consistent with the provisions of the Comprehensive Plan. CMS rules are found in the Land Development Regulations.

### Proportionate Fair-Share Ordinance

In 2006, Charlotte County established a Proportionate Fair-Share Ordinance. The purpose of this regulation is to provide a “pay as you go” mechanism which allows development to proceed where capacity currently does not exist. The Proportionate Fair-Share system allows developers to proceed with development if necessary capacity enhancements are scheduled in the Concurrency-Related Capital Improvements Schedule (CIE Schedule). The ordinance also allows developers to proceed if they fund improvements proportionate to their impacts.

## EXISTING CONDITIONS

### Levels of Service Standards

A critical component of the CIE is the public facility LOS standards set within individual plan elements. These standards are capacity requirements with which capacity is monitored and evaluated. The State requires the County to set LOS standards for seven primary public facility types and may set optional standards for additional facilities. For CIE purposes, the County has chosen to adopt standards for only seven facility types. LOS standards apply to public and private facilities serving the public. Table CIE-1 summarizes the County’s adopted standards.

<b>Table CIE-1: Level of Service Standards Summary by Public Facility Type</b> <i>(LOS is defined in individual Comprehensive Plan Element Policies.)</i>			
Infrastructure Type	Unit of Measure	Plan Element	Standard
Roads	LOS set for each functional classification, roadway or road segment	Transportation <i>(TRA Policy 1.1.1)</i>	<b>Arterials and Collector: D</b> <b>FIHS, SIS or TRIP Funded:</b> Urban/Transitioning Area: C Rural Area: B
Potable Water	Gallons per day per equivalent residential unit	Infrastructure <i>(WSW Policy 1.1.2)</i>	225 gpd maximum
Sanitary Sewage	Gallons per day per equivalent residential unit	Infrastructure <i>(WSW Policy 1.1.3)</i>	190 gpd maximum
Park & Recreation Facilities	Per 1,000 residents	Parks, Recreation and Cultural Resources <i>(PRC Policy 1.1.6)</i>	16 PROS Points
Public Schools	LOS set for each school type Elementary, Middle, High).	Public School Facilities <i>(SCH Policy 1.1.1)</i>	95% of Total FISH Capacity for Elementary Schools. 100% of Total FISH Capacity for Middle Schools. 100% of Total FISH Capacity for High Schools.

Table CIE-1: Level of Service Standards Summary by Public Facility Type (LOS is defined in individual Comprehensive Plan Element Policies.)			
Infrastructure Type	Unit of Measure	Plan Element	Standard
Drainage	Varies as listed below.	Infrastructure (SWM Policy 2.1.1)	
	<b>New arterials:</b> - Flood free in the 100-year rainfall event. <b>New and improved collectors:</b> - Not less than one lane of traffic in each direction above the design high water elevation from a 25-year, 24-hour rainfall. <b>New local residential streets:</b> - Designed and constructed with the pavement centerline at or above the design high water elevation resulting from a 5-year, 24-hour rainfall. <b>Stormwater management facilities:</b> - In all new subdivisions manage a 25-year, 24-hour rainfall. <b>New parking facilities:</b> - Maximum temporary detention depth of nine (9) inches resulting from a 5-year, 24-hour rainfall. <b>New development on existing platted lots (except single-family, duplex, and triplex dwellings):</b> - Onsite stormwater management for a 25-year, 24-hour rainfall.		
Solid Waste (Landfill)	Pounds per day per equivalent fulltime resident	Infrastructure (MSW Policy 1.1.2)	5.0 pounds
Solid Waste (Recycle)	Pounds per day per equivalent fulltime resident	Infrastructure (MSW Policy 1.1.3)	2.2 pounds

Source: Charlotte County Comprehensive Plan; Goals, Objectives and Policies: 2010

### Population Projections

Another critical component in properly monitoring and evaluating capacity needs is an understanding of local population. Directly or indirectly, capacity generally equates to units per person or units per 1,000 population. The County's population statistics are used to verify adequate capacity and to aid in identifying project needs. Table FLU-9 in the Future Land Use Data and Analysis summarizes the County's population data.

### Historic Growth

Charlotte County was initially developed through an unregulated platting of land. A boundary was later drawn around these platted lands and the area was identified as its urban growth boundary, called the Urban Service Area. The result was the formation of a sprawling suburban community, with an excess of platted lands. Over the last four years, hurricane reconstruction made up a significant portion of the County's new construction. Additionally, limited new development occurred along the County's corridors such as the Burnt Store Corridor and throughout the County as sporadic infill development. Therefore, capacity demands have been dispersed.

## CONCURRENCY

### Projected Growth

Without intervention, Charlotte County would continue its suburban development form; however, the 2050 Planning Framework is a strategic program, galvanized in the Future Land Use element, to promote infill and redevelopment and to create greater density and intensity of development in select areas. It does this by creating incentives and disincentives to new development on an area-by-area basis. LOS will be maintained in these areas through the mechanism outlined in the CIE and the Future Land Use element.

Babcock New Town Development is moving forward with development of its first phase of its first increment, which is supposed to be complete by 2014. The CIE will be updated as facilities issues are solidified in an enforceable development order.

The City of Punta Gorda's redevelopment and revitalization efforts may also begin to impact available capacity. These impacts will be studied in the coming months.

### Concurrency-Related Capital Project Selection

The State of Florida has established a comprehensive system of studies to support the County's efforts to achieve and maintain concurrency for new development. These studies include special plans such as the *Long Range Transportation Plan (LRTP)* and the potable water *Water Supply Facilities Work Plan*. These planning processes serve as baseline studies in determining capacity needs and the strategies to meet these needs. In addition to these studies, Charlotte County maintains LOS through a system called the Concurrency Management System (CMS) and its Capital Improvements Programs (CIP). These programs combine in the Comprehensive Plan to provide an inventory of available facilities, and a record of deficient and potentially deficient facilities, and a resulting list of improvements needed to achieve and maintain concurrency. The following describes capacity project selection. Projects identified through this process which require construction within the five-year planning period of the CIE are included in the CIE Schedule, Capital Improvements Appendix II.

### Transportation Project Selection

Charlotte County transportation projects are selected through an extensive planning process undertaken by the County and the Charlotte County-Punta Gorda Metropolitan Planning Organization (MPO). State and Federal laws guide this planning process. The transportation planning process largely begins with the development of the Charlotte County-Punta Gorda LRTP, which guides the County in developing the Transportation element of the County's Comprehensive Plan. This LRTP uses traffic statistics and socio-economic projections to aid in predicting future transportation needs. These predictions allow planners to determine which transportation facilities will exceed LOS standards. A critical component of the LRTP is the development of a *Needs Plan*, which identifies an extensive list of project needs over the

LRTP's 2030 planning horizon. A new LRTP is currently under development which will extend the range of this plan to 2035.

After the Needs Plan is developed, revenue options are evaluated. By projecting future revenues, a Cost Feasible Plan is developed. These projects serve as one of the bases for prioritization of future projects. The Florida Department of Transportation (FDOT) uses these priorities as a guide in developing the FDOT's Work Program. The Work Program represents the FDOT's commitments and planned expenditures of State and Federal funds for transportation projects over the planning period.

The MPO is also required to annually develop a program, called a Transportation Improvement Program (TIP), which includes all of the transportation projects to be funded over the next five-years. FDOT's Work Program and the MPO's TIP need to be consistent with one another before Federal and State transportation monies can be spent on related projects. Finally, internally, the County performs a five-year capacity inventory and analysis using current segment-by-segment growth trends and the State prepares its own similar analyses. The Transportation Data and Analysis Appendix A summarizes Charlotte County's 2009 Generalized Table Analysis of Levels of Service on monitored roadways throughout the County. It also contains a summary of a supplemental operational analysis for U.S. 41, prepared by Kimley-Horn, and FDOT's analysis. In total, the document demonstrates that Charlotte County achieves and maintains LOS standards over the five-year planning period without need for improvement. The current CIE Schedule has one roadway project in it for FY2010. This is a project in which the developer, Primerica, is funding a capacity improvement directly related to a specific site through an appropriate developer's agreement. This improvement is under construction and will be completed in early 2010.

Many times, larger proposed developments alter the timing of growth and the planning of transportation projects. New large developments similar to Babcock Ranch Development may be proposed, which have not been anticipated or incorporated into the County's Comprehensive Plan or the MPO's LRTP. The Murdock Village Development, local DRIs, and developments in other local jurisdictions affect the location and timing necessary for capital improvement. Oftentimes these types of facilities are funded through fair-share contributions; however, no matter what mechanism is used, these projects need to be incorporated into the transportation planning process to ensure that the County's adopted LOS is maintained. All of these planning processes come together in the CIE Schedule.

### **Potable Water and Sanitary Sewer Project Selection**

In 2005, the Florida Legislature significantly changed 163, F.S. and 373, F.S. to improve the coordination of water supply and land use planning. Senate Bills 360 and 444 strengthened the statutory linkage between the regional water supply plans prepared by the water management districts and comprehensive plans prepared by local governments. As a result, Charlotte County prepared and submitted its first complete ten-year *Water Supply Facilities Work Plan* identifying



improvements needed to serve existing and new development. The work plan inventories existing supply sources and capacity, projects future water supply demands and identifies all water supply projects that need to be constructed. Permitting, construction and other resource development constraints are considered in this plan. Based upon County population growth estimates, projected development is also considered. Babcock Ranch Development is also under review at this time. All identified needs are incorporated directly into the CIE Schedule for potable water.

Sanitary sewer planning consists of a similar planning process. Charlotte County's analysis exceeds requirements. These needs are also identified and incorporated into the CIE Schedule.

Smart Charlotte 2050 Planning Framework policies intend to use potable water and sanitary sewer system development as a growth management strategy. It is understood that development is generally more desirable in areas where public potable water and sanitary sewer systems are available, so Charlotte County policies are established to prioritize installation of facility to areas in which growth is desired.

One concern this year was community or package plant systems for potable water and sanitary sewer. Initial planning level analyses showed these systems as over capacity; however, operational analyses demonstrate sufficient capacity through the planning horizon. The exercise did reveal the need for improving reporting and monitoring of these systems. In January and February 2010, the Growth Management department will begin meetings with these service providers to evaluate better data collection practices in preparation for the next update to the Water Supply Facilities Work Plan and other analyses.

### **School Project Selection**

In 2008, the County, City of Punta Gorda and Charlotte County Public Schools cooperatively developed the Comprehensive Plan's Public School Facilities element. The element establishes separate LOS standards for elementary, middle and high school. It also requires that Charlotte County Public Schools develop an annually-updated five-year work plan. The work plan identifies existing student population demands and project needs over the five-year planning period. Population totals for this plan come from the Florida Department of Education, but were evaluated against the County's population totals. No significant difference in planning outcome was found. In addition to population projections, the work plan takes into account new development. In 2010, the Elementary Concurrency Service Area Map was updated to be consistent with Middle and High School maps and the Student Generation Multiplier revised. These changes are incorporated into the Public School Facilities element. The School Board's "5-year District Facilities Work Plan," adopted and incorporated into the CIE goals, objectives and policies, reflects all needed capacity improvements over the five-year planning period (see Capital Improvements Appendix III).



**Parks and Open Space Selection**

In 2009, in response to dwindling resources, the Board of County Commissioners lowered the LOS standard for Parks. The unit of measure was also changed. The LOS standard was changed from an acreage-based measure to an activity-based measure. LOS is now measured in Park, Recreation and Open Space (PROS) points per 1,000 populations. The new standard is 16 PROS points per 1,000 populations. As a result of this change, no projects will be required to achieve and maintain LOS standards until after the year 2015. The County also plans to update its Parks master plan within the next 3 years to better evaluate future capacity and activity demands.

**Solid Waste Project Selection**

Charlotte County owns and operates the Zemel Road Landfill, which opened in 1975. The Solid Waste Management Division provides the management of solid waste disposal services for the residents of Charlotte County. The operating and capital plan ensures disposal capacity is available for current and future residents and businesses. A capacity analysis is annually performed by a professional solid-waste engineering firm. This year's analysis demonstrated that the landfill has a useful life through 2026. The site itself has sufficient space to expand through 2030.

**Stormwater Project Selection**

CIE-related stormwater improvements are installed in such a way as to meet LOS as development occurs. An ongoing maintenance program ensures that watershed basins are maintained. Several of the maintenance programs are capacity-related as they ensure that LOS is maintained for underrated and worn-out stormwater systems.

A Master Stormwater Management Plan (MSMP) was completed in 1998 which analyzed ten basins in the County. The MSMP is an important document for the County to better understand its drainage basins and how lands within them are affected by rainfall events. From this master plan, recommendations are made in each unit to improve overall stormwater. Identified projects vary by basin. Individual CIE Schedule and Capital Improvement Program (CIP) projects are established for each unit based on the recommendations of the stormwater master plan. New development capacity-related work projects are also added to the CIE Schedule, as needed.

The MSMP was developed in two phases. Phase I included the delineation of major drainage basins County-wide. In addition, the Oyster Creek/Newgate Basin located in the West County Stormwater Unit was targeted for more detailed analysis. Ten capital improvement projects were recommended in Phase I and have been completed. The stormwater unit is currently funding the cleaning of major ditches and other maintenance of regional stormwater systems. These are non-concurrency-related projects.

Phase II of the MSMP targeted nine stormwater basins. Four basins are located in the Mid-County Stormwater Unit that lies between the Peace and the Myakka Rivers and five basins south of the Peace River referred to as the South County Stormwater Unit. The hydrologic condition of the two units varies considerably.

The General Development Corporation (GDC) developed much of the area known as the Mid-County Stormwater Unit, in the early 1960's. An extensive canal system was installed to provide water management options and also to aesthetically improve the surrounding properties.

The Mid-County Stormwater Unit is deficient in respect to major water control structures. Many structures have exceeded their design life and have insufficient capacity to accept the runoff from contributing areas. The contributing drainage area in Mid-County Stormwater Unit extends north to include 160 square miles in the City of North Port, Sarasota, and Manatee Counties. Management of the quantity and quality from those areas is a long range objective for Charlotte County.

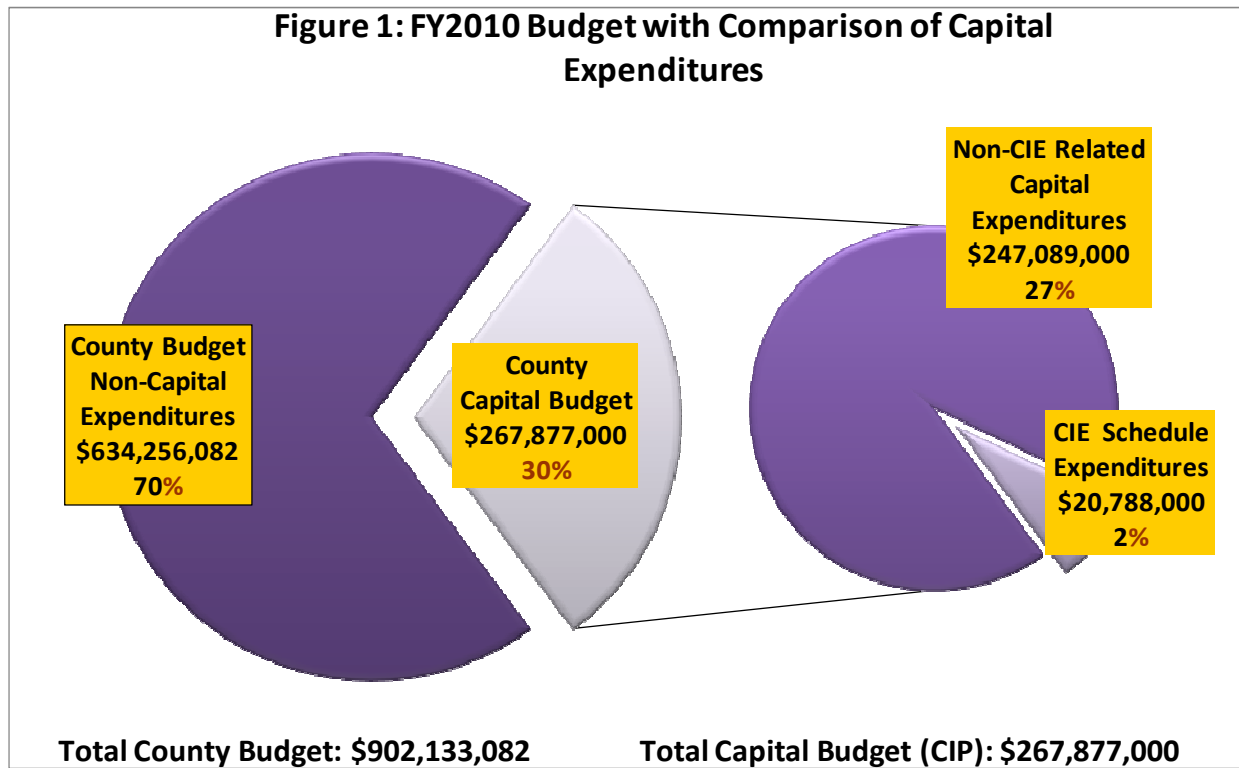
The Phase II MSMP recommends that 42 water control structures be replaced due to being either in a dilapidated condition or under capacity. A long range CIP and CIE program has been created to replace the water control structures. To date, the County has replaced 11 structures, nine of which were partially funded by the Southwest Florida Water Management District.

Through Phase II of the MSMP, it was determined that the area within the South County Stormwater Unit was developed in a less uniform manner than the rest of the County. This area has problems associated with inadequate drainage conveyance systems. The primary drainage conveyance ditches for the developed areas have not received adequate maintenance in the past. The South County Stormwater Unit is now funding the maintenance of these conveyance systems. All phases evaluated future development and replacement of worn-out facilities.

## **RESOURCES TO PAY FOR IMPROVEMENTS**

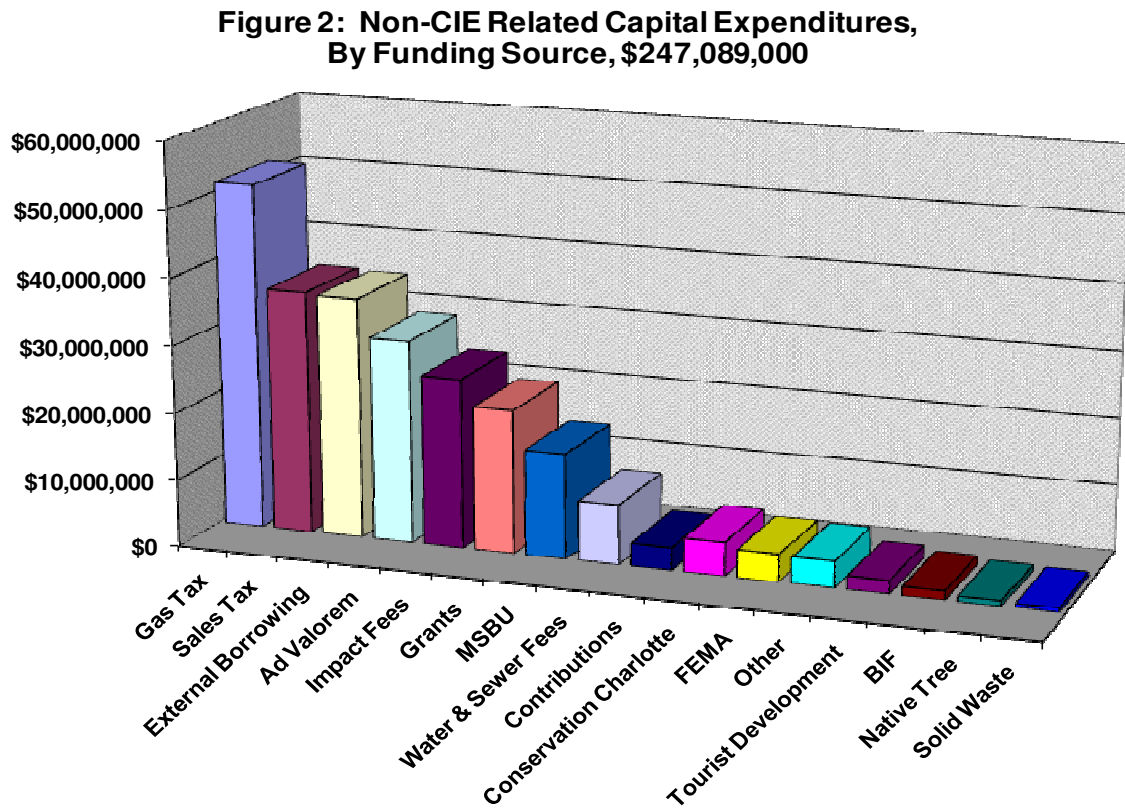
### **Revenues and Funding Mechanisms**

Many citizens believe that the majority of Charlotte County's budget, currently \$900 million, funds employee salaries and benefits; however, only about 9 percent of the total expenditures are employee related. Over 30 percent of Charlotte County's budget is spent installing, maintaining and replacing capital improvements through Charlotte County's CIP program. Of these expenditures, only 2 percent of the annual capital budget pays for CIE-related needs (see Figure 1).



Source: Charlotte County Budget and Administrative Services, 2009

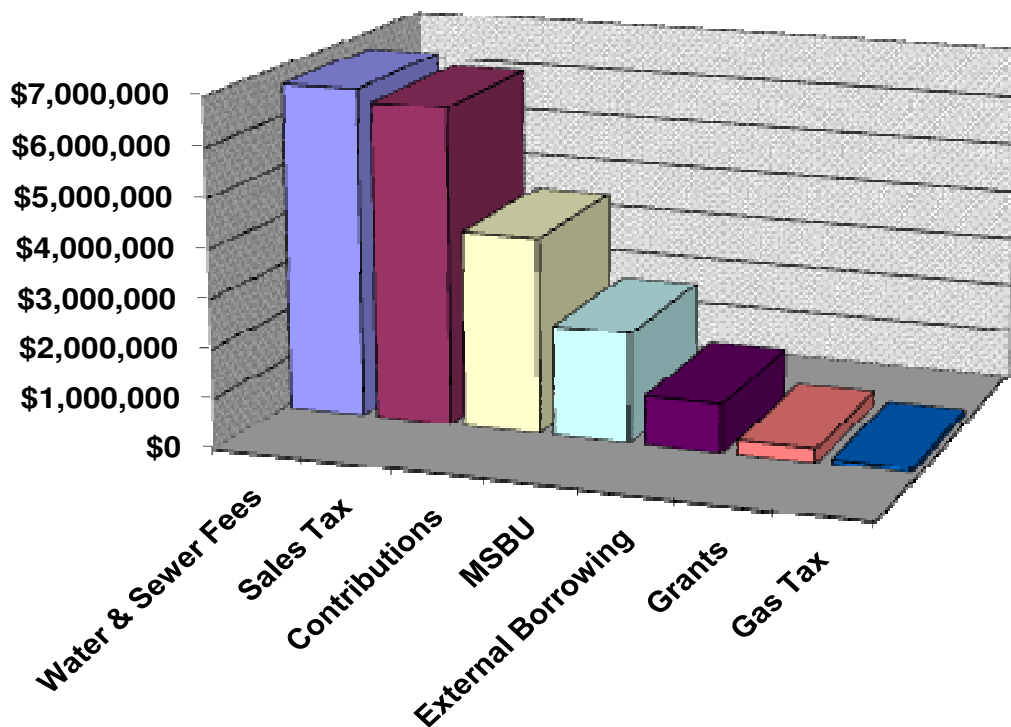
Figure 2 shows some of the primary revenue sources for capital projects in the CIP. This figure only represents the Non-CIE-Related projects.



Source: Charlotte County Budget and Administrative Services, 2009

CIE-Related project funding is shown in Figure 3. Some funding sources used for either type of capital projects includes property taxes (ad valorem), special assessments (MSBU/TU), sales-taxes extensions, impact fees, utility connection fees, grants, gas taxes and user fees (for example for water and sewer use). Charlotte County also uses Federal, State, and regional funding assistance when available. Debt financing is used for very particular types of projects on a limited basis. Figure 3 shows that this year's primary concurrency-related project funding is through water and sewer fees, sales-tax, development contributions, MSBUs and external borrowing.

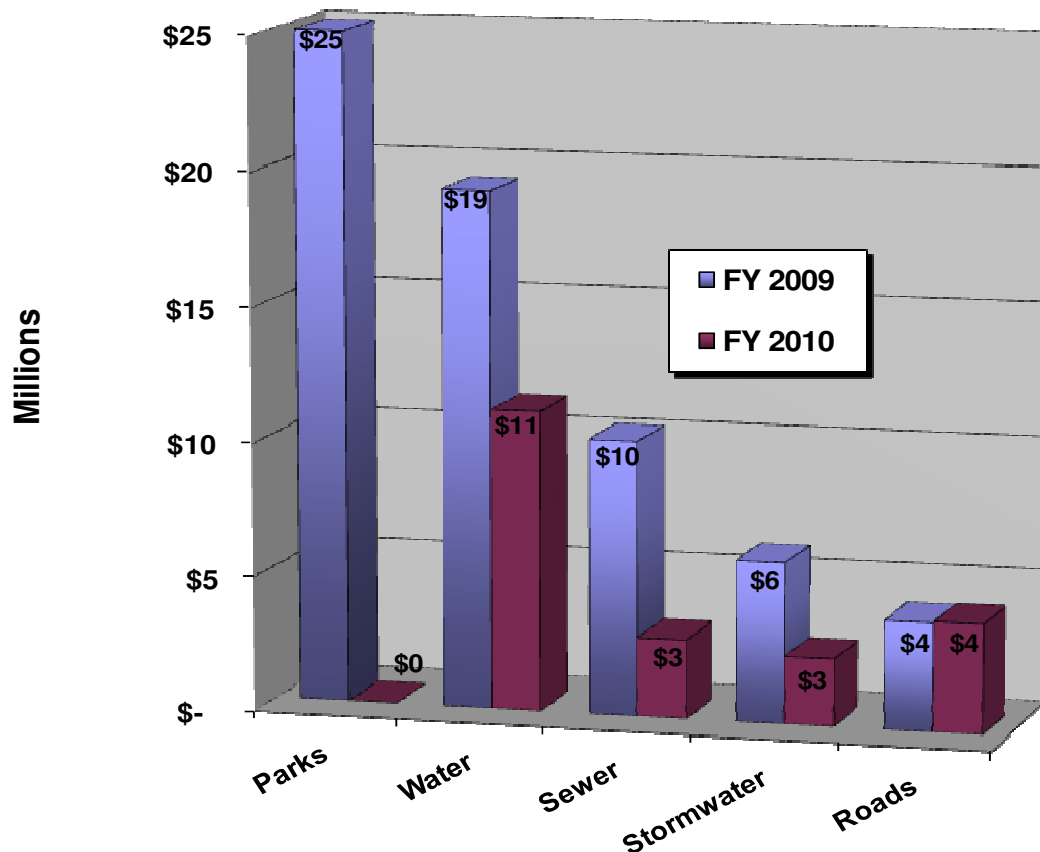
**Figure 3: CIE Related Expenditures,  
by Funding Source, \$20,788,000**



Source: Charlotte County Budget and Administrative Services, 2009

Figure 4 shows the breakdown of County monies budgeted for CIE-related projects by infrastructure type for FY2009 and FY2010 (schools are represented separately in the Public Schools Facilities element). Note that there is no solid waste funding for either year and parks funding has been eliminated for FY2010. The items remaining have the highest relative priority for the County.

**Figure 4: CIE Related Infrastructure by Type**

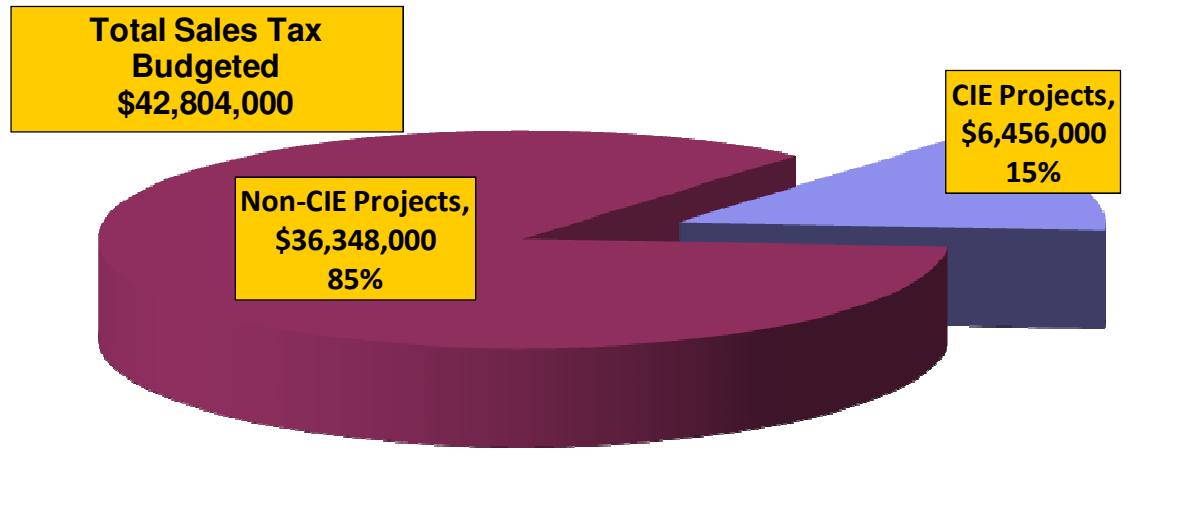


Source: Charlotte County Budget and Administrative Services, 2009

### **CIE-Related Funding a Priority**

Recognizing that there are often competing interests vying for limited financial resources, the CIP places the CIE as a priority so that the County can meet State requirements in achieving and maintaining required public facilities. These facilities carry the highest priority when determining funding and construction timing. This system of prioritization ensures that Charlotte County provides for the general health and welfare of its citizens, is in compliance with growth management legislations, and that it is not impacting or impeding on-going development. Funding sources are discussed in more detail in the following paragraphs.

**Figure 5: FY2010 Sales Tax Used for Capital Improvement Projects**



Source: Charlotte County Budget and Administrative Services, 2009

### Debt Financing

Charlotte County uses debt financing conservatively for most funds. However, borrowing and bond funding are common mechanisms for utility funding because of the enormous upfront capital outlays, which are paid back over a number of years through monthly customer charges and connection fees. Charlotte County Utility (CCU) ensures that it has adequate funds to repay debt through its rate-making process. Debt is guaranteed by allocating monthly fees and charges to repayment of the bonds and loans.

### Connection Fees

New utility customers pay connection fees. This is a capacity charge.

### Sales-Tax Extension

Sales taxes have provided significant revenue for concurrency and non-concurrency-related capital projects. Figure 5 shows the current mix of concurrency and non-concurrency projects, demonstrating that 15 percent of 2010 sales-tax extension fund will be spent on new infrastructure capacity. This funding source has been particularly useful in ensuring that levels of service are maintained in the County where improvements benefit citizens at large and where capacity backlogs exist. A sales-tax extension was approved by referendum by the voters of Charlotte County in 2002 and again in 2008. The 2002 sales-tax extension was originally estimated to generate \$96 Million in revenue over the six-year period, but is forecasted to collect about \$121.2 million. Table CIE-2 lists the 2002 sales-tax projects. Over the life of the tax,



about 50 percent of the tax has been spent to fund concurrency-related projects. Note: The green colored rows are CIE concurrency-related projects.

Table CIE-2: 2002 Sales Tax Extension Projects	
Project	Allocation*
Edgewater Corridor-PH 2 & 3	\$15,901
Winchester Corridor PH 3	12,300
Oyster Creek Regional Park	9,957
South County Regional Park	8,991
Regional Water Interconnects	8,100
Veterans Boulevard	7,300
Memorial Auditorium	6,000
Sidewalks/Schools & Missing Links	5,700
Airport Commerce Park-Piper Road	5,000
Bayshore Live Oak Park	4,800
North Charlotte Regional Park	4,500
U.S. 41 Corridor Beautification	4,500
Emergency Operations & 911 Center	3,575
High School Gyms (3)	3,200
Expand Emergency Radio System	3,200
Murdock Village	3,000
Boat Ramp Development	3,000
Burnt Store Road	3,000
Englewood Fire Station #5	2,424
Tippecanoe II Mitigation	\$1,700
Airport - Water Retention Mitigation	1,200
Aqui Esta	900
Homeless Shelter	600
Fairgrounds Community Building	600
Fire Training Burn Building	550
Mobile Operations Unit	550
Renovation of Existing Fire/EMS Stations	449
Fire Rescue Tech Truck	200
Radio Communications – Schools	100
Total Not Yet Finalized	

Source: Charlotte County Growth Management Department

Note: Green colored projects are CIE-related. White are not. \*\$ Millions

### Gasoline Taxes

Gasoline tax provides a stable source of funds for transportation projects. However, these taxes are also used to pay roadway operating and maintenance costs. Use of gasoline taxes for construction and maintenance outside the Urban Service Area makes rural life more attractive,

promoting sprawl development. Therefore, Charlotte County primarily directs these funds to infill areas.

### **Road and Park-Related Impact Fees**

Impact fees, levied on new construction, are a large source of funding for new expansion projects for infrastructure growth. Impact fees are only authorized to fund new capacity; they cannot be used to pay for pre-existing deficiencies or for general repair and maintenance. Facility backlogs must be made up with sales-tax and ad valorem dollars.

### **Ad Valorem (Property Tax)**

Another potentially large source of funds for capital projects is the property tax. The ad valorem form of property tax is used to fund many high priority projects. Property taxes are generated by applying the County-wide property valuation to the specific millage rate for the Capital Projects Fund. For instance, the adopted FY2009 rate in this fund was 1.2654, or \$1.2654 for every \$100,000 of property valuation. Ad Valorem funds are forecasted to contribute \$89 million over the five-year CIP (FY2010 – FY2014), none of which will be used for capacity projects.

Major non-concurrency projects funded by this revenue source include:

- Jail Expansion Project
- Replacement of the Events Center
- Public Safety Radio System Upgrade
- Renovation of existing Fire Stations
- Construction of a Regional Library
- Parks and Recreation Maintenance

### **Developer's Contributions (Proportionate Fair-Share)**

The 2005 amendments to Florida's growth management legislation (SB 360) directed local governments to enact concurrency management ordinances that allow "fair-share" contributions from developers toward concurrency requirements. The intent of the proportionate fair-share program is to provide applicants for development an opportunity to proceed under certain conditions, notwithstanding the failure of transportation or school concurrency, by contributing their share of the cost of improving impacted facilities.

Proportionate fair-share mitigation includes, without limitation, separately or collectively, private funds, contributions of land, and construction and contribution of facilities and may include public funds as determined by the local government. Proportionate fair-share mitigation may be directed toward one or more specific transportation improvements reasonably related to the mobility demands created by the development, and such improvements may address one or more modes of travel. The fair market value of the proportionate fair-share mitigation shall not differ based on the form of mitigation. A local government may not require a development to pay more than its proportionate fair-share contribution regardless of the method of mitigation. Proportionate fair-share mitigation shall be limited to ensure that a development meeting the requirements of this section mitigates its impact on the transportation system but is not responsible for the additional cost of reducing or eliminating backlogs.

**Water and Sewer Grant Funding**

Agencies such as the Peace River Basin Board and the Charlotte Harbor Surface Water Inventory and Management (SWIM) Program have provided grants for planning and improving water management around Charlotte Harbor.

**Park Grant Funding**

County parks projects are funded through local funds and a number of State and national sources including: the National Recreation Trails Funding Program, Land and Water Conservation Fund, Florida Recreation and Development Assistance Program, State Historic Preservation Grant in Aid Program, West Coast Inland Navigation District, and the Florida Communities Trust for land acquisition.

**Boater Improvement Fund**

Revenues in this fund are from Boater Registration Fees and WCIND (West Coast Inland Navigation District). The Marine Advisory Committee (MAC) receives funding requests from agencies for items to address waterway navigation issues within the County. MAC makes funding recommendations to the Board of County Commissioners.

**MSBU/TU Assessments**

Originally, much of Charlotte County land was too marshy to support residential use. Developers dug drainage canals to create dry land. In many cases, the developers turned these canals into an added benefit by using them as waterways for small boats to reach the harbor or other coastal waters. These additional uses increased the value of the property in the market and led to increased assessed valuations on the property tax rolls. The current residents along these waterways have prevailed upon the County to form capital improvement units for the waterways. The County, with the support of the adjacent property owners, funds these capital improvement activities through waterway capital districts (MSBUs). The County uses Municipal Services Benefits Units (MSBUs) and Municipal Services Taxing Units (MSTUs) as a major funding resource for localized neighborhood projects. In addition to paying for construction of the above-referenced waterway activities through the MSBU mechanism, Charlotte County constructs local roads and drainage by means of special municipal service benefit or taxing units. The difference between a MSBU and MSTU is this: the MSBU is taxed on a basis other than ad valorem; MSTU is taxed based upon value. These districts are a funding mechanism through which 60 plus neighborhoods direct funds to the Public Works Department to pay for construction activities. The extent of the County's use of MSBUs and MSTUs is unique in Florida and perhaps in the country. The use of this funding mechanism encourages resident participation in funding decisions and adds to County jurisdictional diversity.

Another service which the County chooses to provide through the use of MSBUs is the construction of bicycle paths. At the current time, there are two of these MSBUs.

**Special Districts**

The County Land Development Regulations (LDRs) also provide a mechanism whereby subdivisions, neighborhoods and other geographical areas may petition the Board of County Commissioners to establish special improvement districts for road improvements, street lighting services, drainage improvements, potable water service and other types of public facilities. Usually these districts are used to make general repair and improvement of infrastructure rather than to meet LOS requirements. However, occasionally this device is used to fund CIE-related improvements.

**EVALUATING THE ABILITY TO FUND IMPROVEMENTS****Forecast of revenues and expenditures for the next five-years**

Current capital project expenditures for the County total \$268 million for FY2010 for both CIE and non-CIE-related projects combined. Concurrency-related expenditures total about \$21 million, which is 2 percent of the total annual County budget (Figure 1). Needs projected into the five-year future appear manageable. No capacity-related road improvements are anticipated until at least 2017. Park-related improvements are not anticipated until at least 2016. No solid waste improvements are contemplated. Potable water and sanitary sewer improvements are sufficiently-funded enterprise funds.

The County's five-year revenue and expenditure projections for CIE-related projects are detailed in Capital Improvements Appendix II (the CIE Schedule) and Capital Improvements Appendix III (the School Board 5-Year District Facilities Work Plan). These appendices demonstrate that revenues for CIE projects are sufficient to cover expenditures. A discussion of ability to pay follows:

**Projections of debt service obligations for currently outstanding bonds**

As of September 30, 2008, the County had total bonded debt outstanding of \$226 million. This is an increase of \$41.3 million compared to September 30, 2007. The County maintains a current bond rating of "A2" from Moody's and AA from Standard and Poor's. For concurrency-related projects, debt is generally used for short term purposes to expedite construction of improvements. Concurrency projects are not being impacted by outstanding debt.

**Projection of debt capacity**

The County substantially limits its use of debt to short term needs. County debt capacity is sufficient to meet needs.

**Figure 6: Debt Capacity**
**DEBT CAPACITY ANALYSIS**
**REVENUES NOT CURRENTLY PLEDGED**

	<u>Half-Cent Sales Tax</u>	<u>State Rev Sharing</u>	<u>Franchise Fees</u>	<u>Commun. Serv. Tax</u>	<u>Total</u>
Fiscal Year 06/07 Revenues	12,249,677	4,130,647	2,000,000	6,701,628	25,081,952
Available for Annual Debt Service (assuming 1.5x coverage)	8,166,451	2,753,765	1,333,333	4,467,752	16,721,301
<b>Unused Debt Capacity</b> (20 year amortization - 6.0%)	94,989,965	32,031,050	15,508,975	51,967,689	194,497,679
<b>Percent of Total Budget</b>	<b>9.8%</b>	<b>3.3%</b>	<b>1.6%</b>	<b>5.4%</b>	<b>20.1%</b>
<b>Percent of Operating Budget</b>	<b>13.8%</b>	<b>4.7%</b>	<b>2.3%</b>	<b>7.5%</b>	<b>28.2%</b>

**DEBT POLICY**

The above chart shows the amount of special revenues which are not currently pledged for covering debt issues. This means that with 1.5 coverage for annual debt service requirements, the County is capable of pledging enough revenues for issuing over \$190 million in debt. The 1973 series issues were covered by the racing monies distributed by the State. As these issues are now paid off, the County's debt capacity has increased for special revenue bonds for general government purposes. State law does not require approval by referendum for issuing special revenue bonds. However, since the above are included in the adopted budget for various purposes, a pledge of these funds for issuing debt would necessitate cutting expenditures or increasing other revenues to maintain the budget level.

Bond issues for the Landfill and Utilities are covered by user fees.

The County has no General Obligation debt. The County does not have the ability to issue GO debt pledged against ad valorem taxes unless approved in a referendum by the voters.

As a result of having no GO debt, the County's debt levels have little affect on regular County operations. However, the high level of water and sewer utility debt from the quick-take purchase of the General Development Utilities has resulted in high utility rates.

Source: Charlotte County Budget and Administrative Services, 2009

**Projection of ad valorem tax base and millage rate**

For the year ended September 30, 2008, general revenues totaled \$333.3 million. Ad valorem property taxes make up 42 percent of the total revenues. Ad valorem property taxes decreased \$7.6 million between 2007 and 2008, a decrease of 5.1 percent. The millage rate decreased by 0.2983 mills in 2008 as a result of tax reform legislation, accounting for a decline of \$8.6 million, and a 3 percent valuation decrease is responsible for a decline of 3.5 million. Offsetting these decreases was \$4.5 million generated from a voted debt service millage of .2 mills related to debt service on environmentally-sensitive lands acquisition. This year, valuations will continue to fall and the County will continue to be impacted by tax reform legislation. These changes are not anticipated to result in reductions in project funding over the five-year planning period.

**Projections of other bases and revenue sources such as impact and user fees**

The County received \$77.0 million of gas tax, sales-tax, revenue sharing and other miscellaneous revenues. Gasoline, Sales, and Other taxes (10 percent of total) decreased \$3.5 million or 10.2 percent as compared with 2007. The 2002 one-cent infrastructure sales-tax decreased by \$3.2 million, or 14.9 percent due to the economic downturn. Impact

fee revenues totaling \$8.6 million were down \$3.8 million or 30.9 percent from 2007 due to the economic downturn and a fee rollback. Newly-revised impact fees were generating significant revenues, but the economic downturn and a fee rollback reduced revenues. However, there was a corresponding reduction in new development, so fees have kept up with need.

**Projection of operating cost considerations**

The County analyzes operating costs as part of individual public facilities analyses. The County only accepts improvements which it can afford to operate and maintain. All projects identified have sufficient operating cost funding.

**Summary of revenue sources and expenditures for the five-year period**

Revenues and expenditures are balanced. LOS is being maintained over the five-year window.

**INVENTORY AND ANALYSIS OF HEALTH CARE AND EDUCATION PROVIDERS**

Charlotte County does not establish levels of service for health care. School LOS was established in 2008. These facilities will not impact the County's ability to finance CIE-related capital improvements over the planning period.

**Health Care Providers**

There are no publicly owned hospitals in Charlotte County. However, three private hospitals do operate in the County. These hospitals serve as the transport destinations for Emergency Medical Services.

At the time of the last edition of the Comprehensive Plan, the local Health Council indicated that no additional hospitals would be needed through the planning horizon. To view a map of the facility locations and geographic areas, see Supporting Policy and Analysis Map (SPAM) Series Map #41. The three primary region hospitals are:

1. Fawcett Memorial Hospital, 21298 Olean Boulevard, Port Charlotte;
2. Peace River Regional Medical 2500 Harbor Boulevard, Port Charlotte; and
3. Charlotte Regional Medical Center, 809 East Marion Avenue, Punta Gorda.

Both Fawcett Memorial Hospital and Peace River Regional Medical are located within one block of each other in the Urban Service Area in unincorporated Port Charlotte. They are both within one-half mile of U.S. 41, the State-maintained major arterial road through Charlotte County. Each is served by both Olean Boulevard and Harbor Boulevard, major County-maintained collector roads giving access to U.S. 41. Both are within the service area of Fire and EMS Station 1, with backup service being provided by Fire and EMS Stations 2 and 8. Police

services are provided by the Charlotte County Sheriff from a division station located one block from the two hospitals, in Promenades Mall. Central water and sewer services are provided by Charlotte County Utilities. Major drainage is provided by the Elkcam Waterway.

Charlotte Regional Medical Center is located in the Urban Service Area in the incorporated City of Punta Gorda, and has direct access to U.S. 17 while being within one mile of U.S. 41, both State-maintained major arterial roads. The Medical Center receives fire and police services from the City of Punta Gorda with backup fire service available from Charlotte County Fire and Rescue. It receives EMS service by a Charlotte County EMS unit co-located within the Punta Gorda Fire Department. The City of Punta Gorda Utilities provides central water and sewer service to the Medical Center.

In addition to the Charlotte County-sited hospitals, Englewood Community Hospital is located just north of the Sarasota County line on Pine Street in Englewood. This facility is recognized as a resource for Charlotte County residents in the West County area.

The Florida Department of Health operates a number of health services as the Charlotte County Health Department. The Department provides a medical home for residents in need of a physician at three locations throughout the County. Department services also include provision of childhood immunizations, emergency dental assistance, AIDS-related health services, Ryan White case management services, WIC (Women's, Infants and Children) care, and family planning services. Fee-based programs are offered on sliding, income-based scales.

The Charlotte County Health Department also maintains an environmental health program to ensure citizen safety. Areas of regulation include on-site sewage treatment and disposal systems; public food services in institutions; public swimming pools and beach areas; regulation of mobile home and RV parks, group care facilities, child care centers, schools, adult living facilities, child/adult foster homes, group homes for developmentally-disabled persons, and tanning facilities; limited-use public wells; and petroleum storage tank systems. The Environmental Health program also conducts public health programs and manages sanitary nuisance complaints.

### **Education Providers**

The County coordinates infrastructure planning with the Charlotte County School Board to ensure that existing and future school sites and the administration center are provided with adequate access to public infrastructure and services. To view a map of facility locations and geographic service areas, see SFAM Series Maps #1 and 2, 3 and 4. In 2008, public school concurrency was adopted in Charlotte County, requiring the School Board to achieve and maintain an adopted level of service for schools based on their financially-feasible 5-Year District Facilities Work Program. The County, in turn, has the responsibility to make sure that new residential development within the County meets the new requirements, and must evaluate the financial-feasibility of the School Board's 5-year District Facilities Work Program and adopt it



into the CIE on an annual basis. The element demonstrates that revenues are sufficient to pay for expenditures and LOS is achieved and maintained over the five-year planning period.